

## Message Text

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62S  
ACTION MCT-01

INFO OCT-01 EUR-12 ISO-00 SS-15 EB-07 INR-07 NSC-05 SSO-00

/048 W  
----- 107344

P R 202238Z SEP 76  
FM AMEMBASSY OTTAWA  
TO SECSTATE WASHDC PRIORITY 1109  
INFO AMEMBASSY PARIS  
AMEMBASSY REYKJAVIK  
AMCONSUL MONTREAL

C O N F I D E N T I A L O T T A W A 3 7 7 8

DEPT PLEASE PASS TO SECRETARY'S PARTY FOR EAGLEBURGER

E.O. 11652: GDS  
TAGS: PINS  
SUBJ: POST-MORTEM ON TWA HIJACKING

REF: A) MONTREAL 1361; B) STATE 227327; C) OTTAWA 3313 (NOTAL)

1. EMBASSY INTERNAL COMMAND STRUCTURE AND ITS LINES OF COMMUNICATIONS WITH CANADIAN MINISTRY OF EXTERNAL AFFAIRS, DEPARTMENT AND CONGEN MONTREAL DURING CANADIAN SEGMENT OF TWO HIJACKING FUNCTIONED SMOOTHLY AND EFFECTIVELY. (EMBASSY POUCHING TO S/CCT DUTY OFFICER LOG WHICH DOCUMENTS THIS POINT.)

2. EMBASSY DUTY OFFICER, WHO WAS FOCAL POINT OF EMBASSY MONITORING, WAS NOTIFIED OF HIJACKING BY DEPT DUTY OFFICER AT 9:05 PM ON SEPT 10. WITHIN HALF HOUR, HE HAD ESTABLISHED TELEPHONE CONTACT WITH THE CHARGE, THE DUTY OFFICER AT CONGEN MONTREAL (MIRABEL AIRPORT IS WITHIN THEIR CONSULAR DISTRICT), AND THE DUTY OFFICER AT CANADIAN MINISTRY EXTERNAL AFFAIRS. SHORTLY THEREAFTER, HE TALKED WITH AMB HECK IN DEPT. THESE LINES OF COMMUNICATION WERE MAINTAINED THROUGH-

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OUT THE INCIDENT AND PROVED TO BE ADEQUATE.

3. COMMUNICATIONS INVOLVING US AND CANADA ARE, OF COURSE, VASTLY SIMPLIFIED BY FACT THAT WE ARE ON SAME DIRECT DIAL NET WITH NO DEGRADATION OF TRANSMISSION SEPPED AND QUALITY. EMBASSY DUTY OFFICER AT FIRST SERVED AS CONTACT BETWEEN DEPT AND EXTAFF BUT, AT 10:35 PM WHEN DIRECT PHONE LINK WAS ESTABLISHED BETWEEN DEPT AND EXTAFF, RELAY ROLE WAS UNNECESSARY AND DUTY OFFICER SERVED PRIMARILY AS INFORMATION FOCAL POINT FOR CHARGE AND OTHER INVOLVED EMBASSY OFFICERS. WE UNDERSTAND THAT DEPT ALSO ESTABLISHED DIRECT LINK TO MIRABEL AIRPORT.

4. WE DID NOTE ONE ASPECT OF COMMUNICATIONS THAT COULD BE INPROVED. EMBASSY DUTY OFFICER SETECTED THAT THERE MAY HAVE BEEN AT LEAST TWO PARALLEL LINKS BETWEEN WASHINGTON AND OTTAWA AND THAT SAME SIGNALS WERE NOT ALWAYS PASSED ON EACH. FROM CONVERSATIONS WITH EMBASSY LEGAL ATTACHE, DUTY OFFICER GAINED IMPRESSION THAT ROYAL CANADIAN MOUNTED POLICE (RCMP) WAS IN DIRECT CONTACT WITH FBI IN WASHINGTON, AND THAT INFORMATION PASSED DID NOT CORRESPOND EXACTLY WITH INFORMATION RELAYED ON EXTAFF/DEPT LINK. FOR EXAMPLE, FBI AT 1,21 AM SEPT 11 CONFIRMED 85 CIVILIANS ON BOARD AND AT 1:50 AM EXTAFF CONFIRMED 83. ALSO FBI SOURCE CONFIRMED BOMB EXPLOSION IN NEW YORK. EXTAFF DID NOT MENTION. THESE MAY BE SMALL DIFFERENCES BUT SUCH DUPLICATION LEADS TO UNNECESSARY CONFUSION. EMBASSY SUBSEQUENTLY LEARNED THAT CANADIAN MINISTRY OF TRANSPORT (MOT) AND THE FAA MAY HAVE MAINTAINED YET ANOTHER LINK.

6. WHEREAS DUAL OR TRIPLE OTTAWA/WASHINGTON LINKAGE DID NOT IN THIS CASE BRING UNFORTUNATE RESULTS, EMBASSY SUGGESTS THAT DEPT CONSIDER METHODS OF ASSURING THAT WASHINGTON AND HIJACKING SITE COMMUNICATE OVER SINGLE LINE, WITH TWO CENTERS ASSUMING RESPONSIBILITY FOR LATERAL INTRACOUNTRY COMMUNICATIONS.

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7. WITH RESPECT TO GOC POLICY ON TERRORISM, EMBASSY HAS REASON TO BELIEVE THAT GOC DOES NOT HAVE A COMPREHENSIVE POLICY NOR AN INTEGRATED PLAN FOR DEALING WITH TERRORIST INCIDENTS SUCH AS THE TWO HIJACKING. OUR IMPRESSION BUILT ON VARIETY OF EVIDENCE.

8. EMBASSY HAD RAISED TERRORISM WITH EXTAFF

AUGUST 15 IN CONTEXT OF POSSIBLE UNGA CONSIDERATION.  
AS REPORTED REF C, EXTAFF WAS THEN "REVIEWING  
QUESTION OF TERRORISM". SUBSEQUENT INFORMAL  
CONTACTS BETWEEN EMBOFF AND EXTAFF DIRGEN TO  
BUREAU OF SECURITY AND INTELLIGENCE LIAISON,  
J.G. HADWEN, INDICATE THAT EXTAFF REVIEW HAS NOT BEEN  
COMPLETED.

9. EVIDENCE OF APPARENT GOC FAILURE TO FORGE  
DECISIVE AND REASONED POLICY IN THIS AREA APPEARED  
IN SEPT 15 PRESS REPORTS. ACCORDING TO PRESS  
STORIES, SOLICITOR-GENERAL WARREN ALLMAND SAID THAT  
HIJACKED TWO PLANE WAS PERMITTED TO LEAVE MIRABEL  
AIRPORT BECAUSE HIJACKERS MADE NO DEMANDS WHICH  
CONTRAVENED CANADIAN LAW. HE ADDED THAT FUEL HAD  
BEEN REQUESTED BY PLANE'S CAPTAIN AND NOT BE  
TERRORISTS. HAD LATTER MADE THE DEMANDS "WE WOULD  
HAVE REFUSED THEM" ACCORDING TO ALLMAND, SINCE  
CANADA'S POLICY IS NOT TO SURRENDER TO DEMANDS THAT ARE  
CONTRARY TO CANADIAN LAW. COMMENT: THIS DISTINCTION  
STRIKES EMBASSY AS OVERLY LEGALISTIC AND LACKING  
CONSIDERATION OF THE FUNDAMENTAL ASPECTS OF THE PROBLEMS.  
END COMMENT.

10. DURING THE TWA HIJACKING INCIDENT, THERE WERE  
SIGNS OF CONFUSION AND LACK OF COORDINATION WITHIN  
GOC REFLECTING ABSENCE OF COHERENT CANADIAN POLICY.  
WHEN EMBASSY DUTY OFFICER CALLED TO THANK ACTING HEAD  
OF USA DIVISIONS, EXTAFF, FOR COOPERATION DURING THE  
INCIDENT, THE LATTER SAID, WITH OBVIOUS DISGUST,  
"THANKS FOR WHAT? WE DIDN'T DO MUCH."

11. COMMENT: IF OUR CONCLUSION THAT GOC LACKS  
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COMPREHENSIVE TERRORISM POLICY AND IMPLEMENTATION  
PROCEDURES IS CORRECT, SATISFACTORY HANDLING HERE  
OF TWO INCIDENT WAS DUE MORE TO LUCK THAN PRESCIENCE  
AND RESULTS IN ANOTHER INCIDENT COULD BE DIFFERENT.  
SINCE ANY FUTURE HIJACKING IN US COULD EASILY INVOLVE  
CANADA ONCE AGAIN, DEPARTMENT MAY WISH TO CONSIDER  
SENDING AN S/CCT REPRESENTATIVE TO DISCUSS MATTER WITH  
DIRGEN HADWEN.  
ENDERS

NOTE BY OC/T: NOT PASSED SECRETARY'S PARTY.

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## Message Attributes

**Automatic Decaptoning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** REPORTS, AIRCRAFT HIJACKING, POLICIES, TERRORISTS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 20 SEP 1976  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
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**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
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**Disposition History:** n/a  
**Disposition Reason:**  
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**Document Unique ID:** 00  
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**Executive Order:** GS  
**Errors:** N/A  
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**To:** STATE  
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